J. MICHAEL CAREY
CITY CLERK

CITY OF LOS ANGELES
CALIFORNIA

RICHARD J. RIORDAN
MAYOR

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KRISTIN F. HEFFRON
CHIEF MANAGEMENT ANALYST

July 24, 1997

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Dear Librarian:

Transmitted herewith per your request are two April 8, 1997's Primary Nominating election reports. The first details problems that occured during the election and the second, our solutions to those problems. There is no charge for this material.

Should you have any questions regarding the enclosed material, please contact Jinny Pak of the Election Division at (213) 847-7009. Thank you.

Sincerely,

Kristin F. Heffron for

J. MICHAEL CAREY
City Clerk

JMC:KFH:JP

Enclosures

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KRISTIN F. HEFFRON
CHIEF MANAGEMENT ANALYST

RICHARD J. RIORDAN
MAYOR

May 28, 1997

Honorable Members of the Rules
And Elections Committee
Room 395, City Hall
Los Angeles, CA 90012

Honorable Members:

I have prepared the attached report in response to the Committee's request of April 23, 1997. At that time, I presented a report detailing several options to solve problems encountered with the April 1997 Primary Election. You directed me to review those options and present a report within 30 days detailing the recommended solution with the associated costs to improve the June 1997 General Election. This report presents those recommended options which have been or are being implemented for the June General Election, with the associated costs. Also presented are recommendations to be implemented before the 1999 elections to further assure that these problems do not recur. The total cost to implement the recommended solutions for the June election is approximately $63,000, with the addition of approximately 247 staff. The recommendations for the 1999 elections include the continuation of the activities from June 1997 and the additional expense of $954,500.

In addition to the internal changes recommended, the Los Angeles County is preparing a Request for Proposal for a new Voter Information Management System. This new system will improve the County's ability to manage voter information, of which the precinct officer file is an integral part. The County has requested that the City participate in the purchase of the new system. We recommend that the City participate and obtain the improved software available for managing the precinct officer information. Additional information on this project will come as a separate report for action.

Sincerely,

J. MICHAEL CAREY
City Clerk

JMC:KFH

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Recommended Changes for Election Administration

May 30, 1997

Prepared for
Rules and Election Committee

by
J. Michael Carey

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On Time Opening of Polling Places

The opening of the polling places by 7 a.m. is a priority for the Election Division. To this end, several activities have occurred to address the various problems that we normally experience that cause polls to open late. Listed below are the solutions being implemented for the June General Municipal Election and recommendations for the future.

Reissue of Appointment Notices

In past years, appointment notices for the June election have never been mailed. It was always understood by the recruiter and the board member that the election commitment extended for both elections. During the previous two General Elections, it became apparent that many board members and polling places forgot their commitment for June and problems subsequently arose when supply deliveries were scheduled. To improve relations with the poll workers and polling places and identify vacancies early, appointment notices for the June election have been issued. In this way, we are made aware earlier in the recruiting process of board members and polling places that needed replacement. Knowing where the vacancies exist gave us additional time to find the additional staffing. The cost of the notices was $3,200.

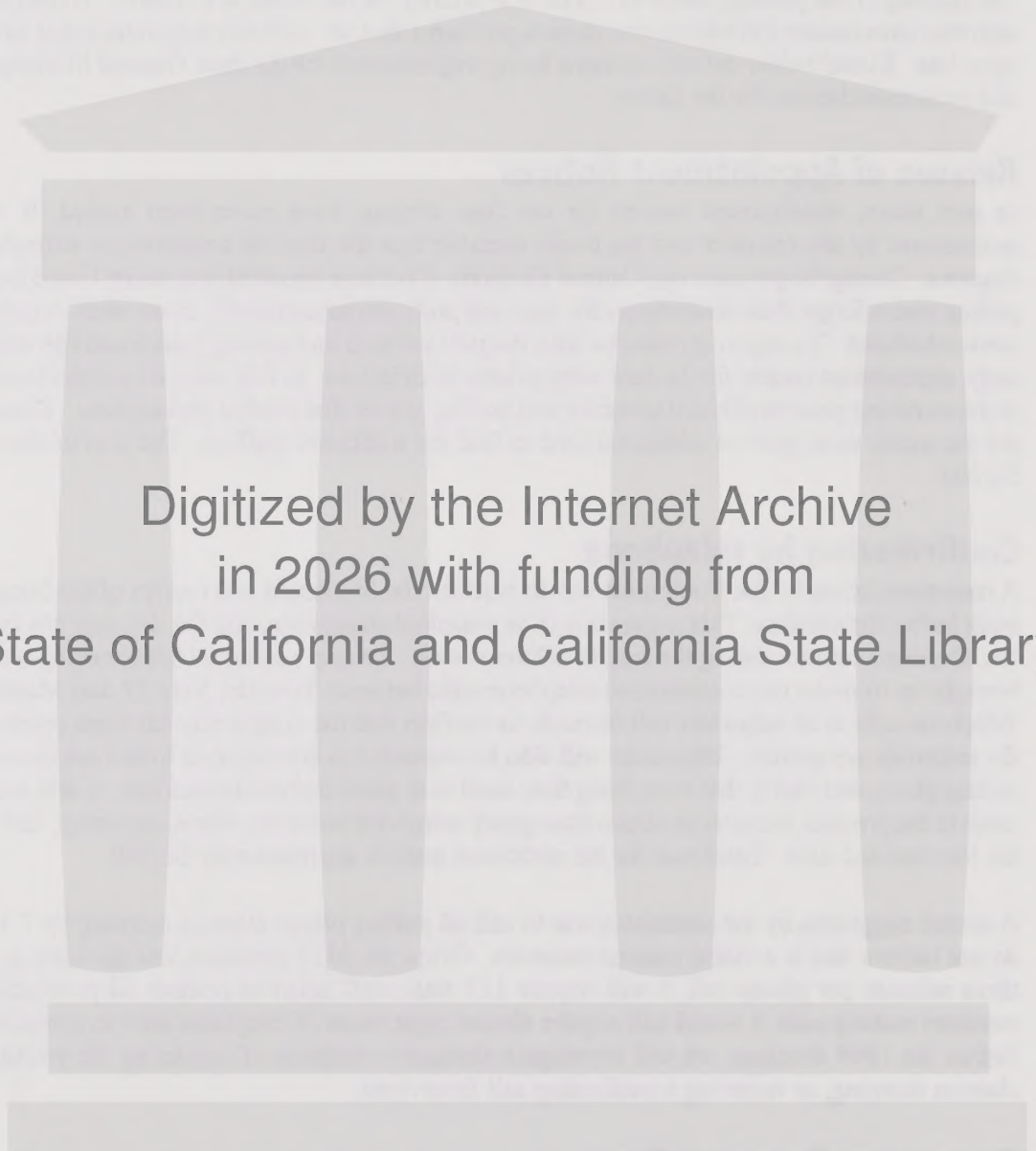
Confirmation by telephone

A recommendation by the Committee was to confirm the Inspectors and receipt of the Supply Box the week before the election. This suggestion is an excellent suggestion, and the division has implemented the telephone contact during the supply delivery week. Twenty additional telephone operators will be brought in to make the confirmation telephone calls between Tuesday, May 27 and Monday, June 2. Telephone calls to all inspectors will be made to confirm that the supply box has been received and that the materials are correct. Inspectors will also be reminded to contact their board members, check the polling place, and verify that everything they need is in place before election day. Calls are also being made to the precinct location to obtain emergency telephone numbers where necessary, and to reaffirm the location and date. Total cost for the additional staff is approximately $6,500.

A second suggestion by the committee was to call all polling places election morning by 7:15 a.m. We do not believe this is a viable recommendation. Given the 2335 precincts and allowing an average of three minutes per phone call, it will require 117 total staff hours to contact all precincts. With 15 recruiters making calls, it would still require almost eight hours of telephone time to complete the calls. Before the 1999 elections, we will investigate alternative methods of contacting the polling places on election morning, or receiving a confirming call from them.

Emergency Response Team

In past elections, the only personnel available to the Election Division to address election day problems were City Clerk employees from other divisions. City Clerk's Office staff was deployed on election day to respond to emergencies plus provide audits on the polling places and investigate allegations of electioneering. In April, staff from other departments was sparingly used as poll workers.



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Suggestions from election staff and research with the County provided an outline of a plan for an Emergency Response Team. Using the same approach, we have set up a plan for the City with up to 200 Emergency Response Team members composed of non-City Clerk employees. The purpose of the Emergency Response Team is to be available beginning at 6:00 a.m. to respond immediately to any call of a polling place not being open. Team members will have a special packet of supplies that will allow them to open any polling place and allow voters to begin voting. Once on sight, their job is to follow up to decide what is necessary to get the polling place fully functional. Staff in the Election Division will help with further actions as directed by the on-site Emergency Response Team member. Emergency Response Team employees will be paid $190 each, and will be required to provide their own vehicle with evidence of insurance. The additional vehicles are being added to the City insurance program for the day at a cost of $500. Total cost for these workers is $38,500.

Emergency Response Control Room

In addition to the 200 Emergency Response Team members, we are hiring an additional six employees for the day to staff an Emergency Response Control room. The emergency response room will asses each situation, assign and dispatch Emergency Response Team members, and follow up on all problems. During the April election, we were unable to adequately assess the problems reported and to respond to those problems quickly. The regular staff was overwhelmed with calls and did not have sufficient time available to evaluate the situation and to deploy staff. By developing a special staff whose primary responsibility is to evaluate and deploy resources, the division will be better able to respond to problems as they arise. In determining whom best to hire for these positions, we have called on previous permanent employees of the election division who have experience with the election process. In this way, we will have people who are more knowledgeable about the kinds of problems that occur, and better able to assess the situation and respond appropriately. The additional cost of these workers will vary for each election because they will be paid at their normal City rate plus necessary overtime as key election employees. The estimated cost is $2500.

Snag Re-Delivery Team for Supply Box

On April 8, 1997, we had 40 precinct supply boxes still in the service center awaiting delivery to the polling place. The boxes were there because of a variety of problems with the initial delivery including last minute changes of Inspectors, Inspectors not available when the box was delivered, mis-routed boxes and insufficient resources to meet individual delivery requests. These 40 boxes contributed to late opening of polling places because many boxes did not arrive at the designated poll by 7 a.m.. Additionally, Inspectors began calling our office attempting to determine where their supplies were and when they would arrive at their polls, further escalating the office phone problems.

We have now established a Snag Re-Delivery Team comprised of 10 smaller trucks with drivers. (A 'Snag' is any kind of a problem, and the term is used throughout the election process to represent all types of problems requiring special handling.) These smaller trucks will provide delivery service for boxes that are not delivered during the normal delivery process. Where a normal delivery route consists of 15-25 stops, the re-delivery team can handle up to five stops. These trucks and drivers can be routed more selectively to meet special delivery requirements. By being able to meet Inspector delivery requirements, we should have fewer boxes needing last minute delivery, and no boxes needing delivery on election

morning. The cost of the Snag Re-Delivery Team is $120 per day plus $20 for the truck, for a total cost of approximately $1800.

Future Considerations

The division will continue to review and evaluate the types of problems that occur to keep polls from opening on time and will continue to modify the program to address these issues. Listed below are suggestions for further review and consideration before the 1999 Primary election:

1. **Increase poll worker pay** - We previously recommended (1995) that poll worker pay be doubled from the existing $55 and $45 to $110 and $90. This increase would result in an approximate increase of $425,500 per election. Comments from poll workers after the 1995 elections support the need to increase poll worker pay. At the current rate, an Inspector receives approximately $3.92 per hour for a 14-hour day, and the other workers receive $3.21 per hour. The population that used to serve as poll workers has now aged to their 80's and 90's, and are beyond a reasonable age to continue to serve. Younger citizens who are available to serve as poll workers generally come from the recently retired population. Fewer people are at home during the day to serve as poll workers, and there are more two income families. Increasing poll worker pay may serve to encourage even younger persons to serve as poll workers. By increasing the pay, we may enlist college and high school age students and other young adults to participate in the election process. We recommend increasing the poll worker pay to $110 for the Inspector and $90 for other workers for a total budget increase for the 1999 elections of $851,000.

   The drawback of doubling the pay is that the poll workers currently receive the same pay from both the City and the County. Any change in the rate of pay could affect the County and their ability to hire poll workers.

2. **Increase rent for private residences** - The City currently pays $25 to home owners for the use of their home as a polling place. We have received many complaints that the amount does not even cover the cost to clean the carpets after election day. We recommend that the rental rate be doubled to $50 for the use of a private homes beginning in 1999. The total cost of this increase is difficult to determine due to the continuing changes in use of polling locations. However, we estimate that the total increase would not exceed $13,000. We recommend increasing the pay to $50 for a total increase for the 1999 elections of $26,000.

Precinct Voting Problems

Poll Worker Training

The April election revealed several areas where our poll workers were unclear about proper election procedures. This was most noticeable in the area of requesting identification and the purpose of the provisional ballot. Other areas of concern were the checking of supplies before election day, bilingual assistance for voters and voting assistance for the handicapped. To address the need for additional training, the following actions occurred:

- A special training notice was mailed to all Inspectors covering each of the issues that were identified:
- The topics are covered again as the Inspectors are contacted, and the recruiters are knowledgeable about the issues;
- A special training notice was mailed to selected Inspectors who have special polling place circumstances on election day, such as multiple precincts at one location or concurrent elections at one location.

We have also notified and encouraged new Inspectors and precinct officers to attend a City precinct officer training class given in a location in their area.

Future consideration

Inspectors receive an addition $5 for attending the training class, while other officers receive no additional pay. We believe that training is an important element in the election process. We believe that to encourage poll workers to attend training, the pay for the training should be increased from $5 to $10, and that training pay be available for all precinct officers who attend. The total cost for this increase is approximately $77,500. Since we currently do not get 100% attendance from our Inspectors, it would not be reasonable to expect 100% attendance of all workers. However, an increased attendance by poll workers will provide greater opportunity for poll workers to better understand the voting procedures at the polling place. Also, more clerks and judges would be prepared to assume the responsibilities of Inspector if the situation arose. We recommend that the training budget for poll workers be increased for the 1999 election to $10 per attendee and that all poll workers be eligible to receive that amount, for a total increased budget estimate of $77,500.

Bilingual Poll Worker Assistance

Bilingual assistance at the polls was reported as a problem during the April Primary Election. Poll workers were reported as not knowing how to assist voters as well as insufficient bilingual board members available. The following actions have been taken:

- In the special training notice mailed to all Inspectors, bilingual assistance was specifically mentioned with reference to the appropriate page in their "WHAT TO DO" reference handout.
- MALDEF and the Asian Pacific American Legal Center of Southern California were contacted in an effort to identify and recruit more bilingual poll workers.
- Statistics on the number of bilingual poll workers for the April election are incomplete. Our

- information shows that at a minimum we had the following bilingual coverage:

	Spanish	Chinese	Japanese	Tagalog	Vietnamese	Korean
Polls Covered	219	2	5	9	0	1
No. of People	267	4	2	10	0	1

More complete information will be collected for the June election.

Bilingual voter information is available to all voting precincts and board members, with all instructions and signs printed in English and all required non-English languages. All voters who request materials in non-English are mailed a Sample Ballot in the language of their choice, and their request is indicated for future mailings. Voter assistance is available at a toll free number for non-English voters on election day. Voter assistance is also provided on all election lines through the use of AT&T translation services. Any call received from a poll worker on election day may be serviced by the AT&T translation operators. Voters may call from their home or from a polling place if telephones are available. Ballot materials are also available in audio tape format in all languages. For the April election the following requests for information were provided as indicated:

Language	No. Provided
Spanish	25,957
Chinese	4,929
Japanese	754
Vietnamese	1,485
Tagalog	1,039
Korean	1,587

A suggestion of the committee was to use City employees with bilingual skills as poll workers or to provide additional bonus pay for poll workers with bilingual skills. The current City bilingual workforce consists of approximately 2300 employees, of which 1400 are police officers or civilian police employees. Of the remaining 1000 who do not work for the police department, approximately 90% speak Spanish. In our recruitment effort for our 200 Emergency Response Team members, we will record bilingual skills and try to assign workers in areas where those skills are needed. On the issue of providing a bilingual bonus for poll workers, we will research this and develop a recommendation before the 1999 elections. One of our concerns is our ability to validate the bilingual capability of a poll worker who requests the bonus. However, a bonus would encourage bilingual speakers to serve on the precinct board and improve our compliance efforts.

Polling Place Changes

The Sample Ballot and Voter Information Pamphlet, which contain the address of the polling place for voters are prepared for mailing approximately four weeks prior to election day. Not all polling places have been recruited by that time. Additionally, for various reasons, previously recruited polling locations

cancel after the Sample Ballots have been mailed. When a new polling place is confirmed, the division routinely sends out a postcard to all effected voters. In addition, a sign is posted at the old location telling voters where the new place is located.

Polling place signs

The committee received several complaints that signs were not posted at the old polling place. These signs were posted by Election Division staff beginning on the Saturday before the election and continued through the Monday before the election. The number of signs to be posted for the April election required that placement begin on Saturday to be sure that all signs were posted. It is inevitable that some signs were removed or blown away before election day.

We will try to schedule posting of signs to occur on the Monday before the election. However, the number to be posted and resources available will still be a determining factor in the timing for posting. We will have access to greater resources this election with the 10 additional drivers for Snag deliveries as well as our regular 11 office staff members.

The long range solution to the sign problem is to reduce the number of signs requiring posting. Greater efforts will be made to locate precinct locations earlier in the process, and to use locations that are more reliable such as government and other public buildings.

Public Facilities as Polling Places

Election Code Section 60 specifies that "The City Clerk shall select and contract for the use of a suitable polling place for each precinct, . . . ***and shall utilize, insofar as possible, rooms in school houses and other public buildings.***" The Election Division relies heavily on our public schools and other public buildings for the conduct of election. In the April election, a total of 1,353 polling places were in schools, churches & synagogues or public buildings which represents 58.8% of the total precinct locations. For the June election, 60% of the polling places will be in these facilities, with only 40% being in residences, apartments or private businesses.

Polling locations are generally placed where they have been in previous elections, with new locations found only when necessary. In preparation for the 1999 election, and to better utilize public buildings and buildings more accessible to handicapped voters, the Election Division will review residential, commercial and apartments used as polling locations in the 1997 elections, and determine if a public facility can more reasonably accommodate the polls. In reviewing public facilities, we will use information from City Departments to identify new public facilities and offices that have become available in recent years. We will also contact the Office on Disability to identify facilities that are handicapped accessible and include those facilities for preferential use as polling places.

We will establish an inventory of polling places. Included in the inventory will be problems reported on polling places whether residential or public building. We will use this inventory in developing a record of more reliable polling places to minimize the number of changes that have to be accommodated near election day. We will use existing Election Division resources during 1997-1998, and temporary employees at the beginning of the election cycle year of 1998-1999.

Telephone Access on Election Day

Election day always generates a high number of telephone calls from citizens, campaign workers and other interested persons who are having a problem in either finding their polling place or reporting problems at the polls. We also receive a lot of calls from the media requesting information on locations for filming precincts in operation, information on current voter turnout and requesting interviews. To meet these demands, we have always installed an additional 10 telephone lines with telephone operators to answer the increased call load. During 1997, we also implemented communication access through the Internet for polling place lookup, and electronic mail both internal (City) and external (Internet) which was in heavy use in April. Based on the complaints received, we had inadequate coverage available for the April election.

To meet the increased demand, I requested the Information Technology Agency to investigate additional telephone coverage methods and costs. For June, three options were suggested with the recommended solution being to install a separate Universal Call Distributor (we shared one in April) for the Election Division with access by 22 lines with a call hold capacity of 88 calls. To staff the additional telephone lines and provide computer access to the necessary information, an additional 10 operators will be hired at a cost of approximately $1300. The additional telephones and lines will cost approximately $1,000, the UCD and agent access will cost approximately $2500 and the PCs will be borrowed from other offices for use for the one day. The UCD will be disconnected during non-election periods and reconnected as needed.

Assurance of Correct Supplies at Precincts

The Election Service Center contains the assembly operation for the vote recorders and all supplies that are delivered to the precincts. The correct assembly of the materials and supplies for each precinct is controlled from this location. In April, 1997, the Service Center had to deal with multiple changes and exceptions to the normal processing due to multiple court challenges and the election of the charter commissioners. A quality control check inadvertently was omitted during the vote recorder assembly operation causing 38 vote recorders to be mis-assembled.

For the June election, a retired employee with extensive experience in the Assembly operation has been hired as an expert consultant to review the operation and document the process for future staff. Additionally, quality control processes have been put in place at critical phases of the operation. The additional costs for the expert consultant and additional quality control steps is approximately $5,500.

For future elections, the calendar of assembly operations will be adhered to more closely. Changes and exceptions will be more closely monitored with inspection steps implemented whenever a change occurs in the operation. The election calendar will be reviewed to determine if legislative changes in candidate and measure deadlines are necessary to ensure that the assembly operation has sufficient time to be comfortably completed.

Exhibit A

SUMMARY OF ADDITIONAL STAFF AND COSTS
JUNE 3, 1997

Item	Additonal Staff	Additional Cost
Reissue Appointment Notices	N/A	$3,200
Follow-up Telephone Contact	20	$6,500
Emergency Response Team	200	$38,500
Emergcency Response Control Room	6	$2,500
Snag Re-Delivery Team	10	$1,800
Telephone Access Operators	10	$1,300
Universal Call Distributor and other telephone equipment	N/A	$3,500
Assembly Operation Quality Control and Expert Consultant	1	$5,500
Total Additional	247	$62,800

Future Considerations 1999		Expense
Increase Poll Worker Pay (both elections)		$851,000
Increase Rent (both elections)		$26,000
Increase Training Pay/ Make available to all workers (one time)		$77,500
Total Possible Additional		$954,500

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